The COMPASS

AMERICAN · ASSOCIATION · OF · SOCIAL · WORKERS

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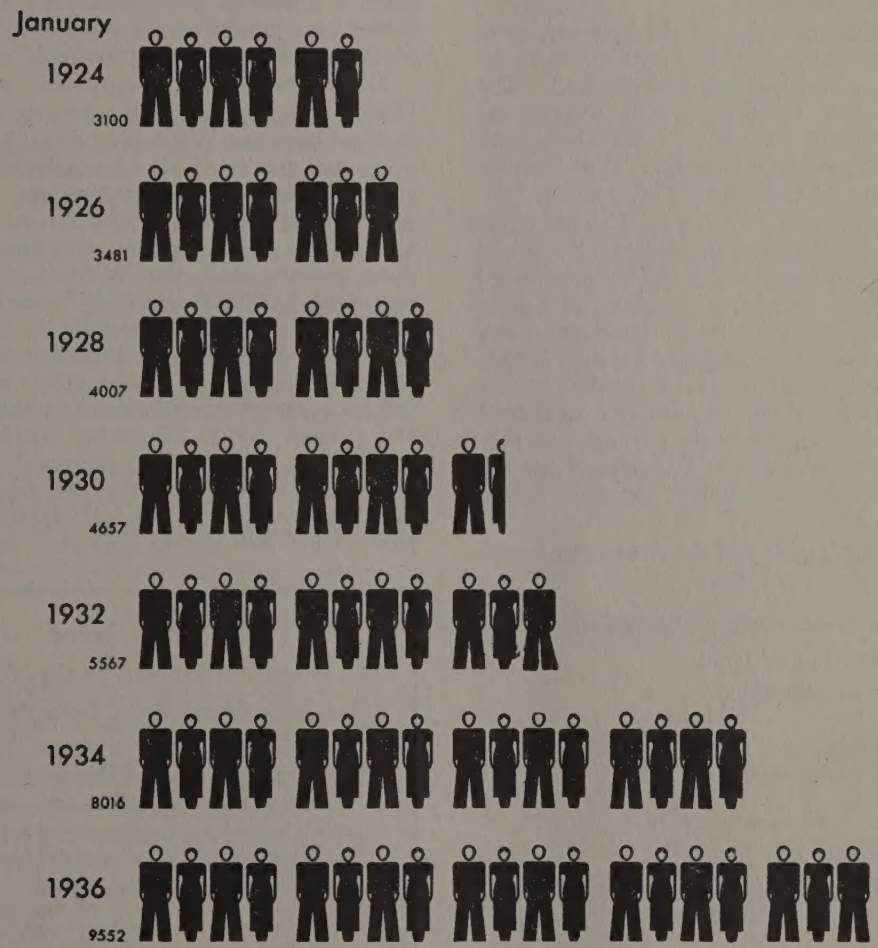
WE STAND UP TO BE COUNTED



Each figure represents 500 members of the American Association of Social Workers

PICTORIAL STATISTICS, INC.

THE PRESIDENT'S RELIEF PROGRAM

THE principle of federal responsibility for relief laid down by the President in his relief message to Congress March 18, wins full support from social workers. The President has restated authoritatively that the welfare of the persons deprived of means of subsistence by the depression must continue to be the concern of the federal government. Social workers agree also with the President when he emphasizes the impossibility of expecting state and local governments to make adequate provision for increased relief needs without federal assistance.

Complete data on relief needs, however, were apparently not in the President's possession at the time his policy and message were drafted. The actual facts about relief needs and program are startlingly different from the figures which were given in the President's message. Thus his program becomes a contradiction to his policies.

It is practically certain that a total of 6,000,000 families and single persons in need of relief would be the minimum, instead of 5,300,000 mentioned by the President. Furthermore, of the total number employed on government work programs, which is over 3,800,000, probably less than 3,200,000 have represented reduction from the total relief load. While last minute authoritative federal statistics are not available at the moment, any projection of the figures of the WPA itself for the midwinter period would support the corrected estimates given above.

The President's table and the Association's estimate are therefore as follows:

The President's Calculations

5,300,000	Total relief families
3,800,000	Federally aided
1,500,000	To be cared for by the states and local governments

Our Calculations

6,000,000	Total relief families
3,200,000	Those on federal work programs who represent reductions of relief load
2,800,000	To be cared for by states and local governments

In other words, although the President calculates that only one and a half million relief families are left to be cared for by the various states, actually the states are faced with the problem of providing care for nearly twice that number, or 2,800,000. This very much larger figure calls for a program to support the President's comment about state and local governments when he said, "To expect that states and municipalities should at the present time bear a vastly increased proportion of the cost of relief is to ignore the fact that there are state constitutional limitations, and the fact that most of our counties and municipalities are only now emerging from tax delinquency difficulties. Let us further remember that by far the largest part of local taxes is levied on real estate. To increase this form of tax burden on the small property owners of the nation would be unjustified."

Nearly every city, county and state in the United States can bear witness to the fact that at no time have the WPA plus other federal work programs, employed all or nearly all the able-bodied persons previously receiving aid in the form of relief or work relief. As late as January 1 when the work programs had reached nearly their present peak, the WPA itself estimated more than 1,000,000 able-bodied persons on relief in localities and not employed by the federal work programs. Furthermore, according to the same authority, accessions to the relief rolls in the whole country were estimated at 400,000 families and persons during November, 1935, of which 250,000 to 300,000 were estimated to be "employable." At that time the total relief load was estimated by the WPA as 5,250,000. Accessions to the relief rolls during December, January, and

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February on the one side, and the fact that WPA cases are closed at a slower rate than work or direct relief cases, would make it impossible to estimate a smaller grand total in need of relief than the 6,000,000 noted above.

It is a matter of grave doubt whether the states and local governments can provide adequately at the present time for even so large a number as 1,500,000. It has been assumed that for the number of families previously receiving federal relief in which there was no able-bodied person, such families therefore were the regular poor relief responsibility of the states and localities. Such a view of the situation overlooks entirely the fact that local governments and states never undertook to provide relief for any such numbers and, as the President points out, are unable to stretch their resources to provide expanded relief funds.

Grave danger exists that because of the tremendous load which is being placed on local and state governments the need for relief will be obscured because relief in many jurisdictions will not be given. The policy of withdrawal from relief responsibility, which is contrary to the President's theory but which dominates the policy of discontinuing grants to states which would assist them in carrying the tremendous relief load imposed upon them, threatens to result in great deprivation and suffering on the part of those who bear the burden of unemployment and economic depression.

This Association has documentary evidence that in many states thousands of these able-bodied employable needy persons, receiving direct relief when the WPA program was instituted, and those making recent application for relief, have been denied state and local relief because of legal restrictions which preclude the possibility of granting aid to "employable persons."

The statement that the federal government is and will continue to care for employable needy unemployed while leaving a small group of "unemployables" the responsibility of the states, will undoubtedly subject large numbers of needy employable unemployed to further hardship if state and local governments follow the President's suggestion and bar from local relief "employable" needy on the ground that they are a federal responsibility.

The federal policy of discriminatory selection of a fraction of the group of able-bodied needy, now labelled "employable," for preferential treatment through work relief assignment, while relegating millions of others to uncertain and in some cases non-existent care as the responsibility of the states, is not founded on a sound appreciation of the needs of those people.

This Association has advocated, and if the figures used by the President were corrected and brought up to date the general policies he outlines would probably indicate, the urgent need for federal grants-in-aid to states for general relief and transient care, so that the basic needs at least of all persons in need could be provided. In addition such work programs as the federal budget could afford would be highly desirable, so that as many as possible of those who are unemployed could have their needs met through being re-employed.

The Relief Situation Up-to-Date

SUPPLEMENTARY and new information received in the national office since the publication of "The Survey of the Immediate Situation" in the January issue of *The Compass*, indicates that recent developments, particularly contraction of the WPA program, exhaustion of local and state funds, and difficulties arising because of an increase in the number of new applicants for relief, have aggravated an already serious and critical situation in many areas.

The material presented in this supplementary report was received from the five states and thirteen cities listed below.

States	*Cities*	
Arkansas	Boston	Hutchinson (Kan.)
Illinois	Chicago	Memphis
Louisiana	Cincinnati	Nashville
Minnesota	Columbus	Philadelphia
Michigan	Dallas	Pittsburgh
	Denver	San Antonio
	Fort Worth	

I. State Reports

Arkansas, reporting for the first time, indicated that on January 24th it was "impossible for the state to carry the whole burden." There was an estimated residual load requiring $350,000 monthly (at an average of $10 a case), compared with only $75,000 expended each month by the state in 1935 for unemployables.

"New applications for relief are coming up as fast as WPA and private industry can absorb the unemployed. The following are some of the contributory causes for this condition:

"Oppressors have increased their activities in foreclosing mortgages on homes and chattels, leaving mortgagors homeless and helpless.

"The discontinuance of many government activities and curtailment of others.

"The policy of the Resettlement Division in forcing unsuccessful or undesirable families out of resettlement colonies, and refusing loans to Rural Settlement clients.

"The fact that the small wage scale of WPA and private industry, with increase in living expenses, does not permit workers to take care of their aged parents or other relatives, as has been their custom.

"The lack of sufficient cash income to small farmers to enable them to feed and clothe their families.

"Loss of savings in banks, building and loan associations, and investments.

"Discontinuance of landlord's assistance to renters and share croppers.

"Reluctance and refusal of local banks to finance farmers."

In Illinois, against a needed $5,300,000 a month for 189,318 families the legislature made an appropriation which with other funds made $5,000,000 a month available for unemployment relief in February and March and $4,500,000 in April. On May 1st, by an act of the legislature, the State Emergency Relief Commission will go out of existence. By that act relief seems to have been turned back to the counties, with a large measure of expected state financial assistance, but without state control. With the possible exception of Cook County the counties of the state are reported to have "wholly inadequate machinery to administer relief on a large scale."

Though the residual case load in Michigan has been larger than was estimated previously, and heavier because of the extreme cold, the state administration believes it can carry the load, though it will be "a pretty tight squeeze."

The emergency was so serious in Louisiana that the final date for relief applications, which rendered applicants eligible for PWA, was postponed to the last week in January. On February 10th the residual load was estimated to be 8,000. Intake was closed, and applicants who could not be accepted "were coming into the administration's offices daily in serious need." The Department of Welfare in New Orleans and most of the parish welfare organizations had no funds for the care of these new cases. A few parishes were giving some relief to WPA eligibles, but in most areas the funds were "actually inadequate for the mothers' aid, aged, blind, and sick cases for which they are primarily intended."

Conditions in Minnesota seem to have improved as a result of a legislative appropriation of $6,000,000 for 1936, to be apportioned monthly. Each county will receive a sum based on its financial situation and its estimated relief costs, up to a fixed maximum. In some more prosperous counties the state contribution is as small as 5 percent. There is, therefore, an incentive to accept no state funds in the belief that more than their amount can be saved under a strictly local establishment of standards as to budgets, eligibility, etc. In February 18 counties were not participating in the available state funds. The administrator estimates that "by every possible saving during the summer months, it is conceivable that we may get through 1936 without undue suffering among needy persons." Since its previous report Minnesota has adopted experimentally the practice of supplementation.

II. City and County Reports

Boston, Columbus, Denver, and Pittsburgh report for the first time. Boston records itself with the areas where relief standards have not been lowered since the termination of federal aid for direct relief, and with those in which WPA wages to former relief clients are supplemented. In other cities, however, the reverse situation is reported—a 20 percent reduction of food budgets in Columbus, and a one-third reduction in average allowances expected in Denver. No supplementation of WPA wages from public funds was made in these three cities.

The estimated residual load in Chicago (Cook Co.) had increased by February 1st, being over 109,000 as against 76,500 a month earlier. Included were new applications from 15,000 families, no member of which was eligible for WPA assignment, and 26,446 families with members certified to WPA but not yet assigned.

A serious situation continues in Cincinnati and Hamilton County. With relief needs for February totalling $370,000, only about $280,000 was available under new state legislation, and even

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that amount is to be sharply decreased according to the law, and to terminate after next August.

Dallas clients of the employable group were given assistance through a local appropriation, supplemented by surplus commodities. This was exhausted within a month. "There is no indication" the administrator writes, "that the city or county will advance further funds for emergency relief."

Families not accepted by WPA in Fort Worth are being aided "in a very meager manner, the reason being lack of funds."

On February 20th more employable persons were on the relief rolls in Hutchinson, Kansas, than in December. The county, however, was issuing bonds to meet its contribution to WPA projects.

Memphis families, on January 20th were receiving relief to the average value of about $14.00 monthly, the larger part of it in surplus commodities. On orders furnished by case workers the latter were distributed from 16 depots set up in the city. Because the payment of rent was refused, regardless of circumstances, case workers "in one or two instances have taken up a collection among themselves to pay for temporary quarters." City officials, it appears, are more interested in the WPA than in direct relief. While only a small sum was being expended for the latter, officials allocated a $219,000 surplus of the city funds to WPA projects.

"I believe one of our most serious problems is the closing of all contact between the WPA family and its case worker. With the inadequate low wage of $8.25 and the fact that many of these families are self-planning for the first time in many years, problems will arise and there is a need for the services and advice of more skillful persons. In this community there is no one to whom they can turn. Credit is impossible, and landlords have become irate because the clients spend their weekly wages for shoes and warm underwear, instead of paying back rent. The WPA worker is applying to first one agency and then another, hoping to find one which will supplement his inadequate wage. The only relief available in this community for the single man is through the Salvation Army, from which he receives three meals and one night's lodging."

For the Nashville area during 1936 a deficit of $127,000 was estimated on February 8th, by the Council of Social Agencies, over and above the sums available from the Tennessee Welfare Commission, the county, the city and the community chest.

In Philadelphia, where 34,425 direct relief cases had been closed by WPA employment, the remaining direct relief load was about 64,000, excluding assigned WPA workers awaiting their checks. This was in contrast to the much smaller number (40,000) estimated in December as the probable residual load when WPA should reach its quota. An increase occurred during December and January in the new and reopened cases added to the relief rolls.

The Rockville, Md., situation is still serious, due to the curtailment of state funds and inadequate income from the gross receipts tax. Allotments for February and March were $12,000 less than the estimated needs. For a short time all assistance to employable families was discontinued, but for March an average of $10 a family was possible through a special contribution from the county commissioners.

Because of the very serious situation in San Antonio, certification of relief clients for WPA employment was extended from November 1st to December 31st. Otherwise the local emergency was unchanged.

F. S. H.

On the Subject of Interpretation

Webster defines interpretation as the act of "explaining what is obscure; telling the meaning of; translating into intelligible or familiar language or terms; expounding; elucidating; etc."

The definition implies that interpretation follows the evolvement of a given proposition and requires either a restatement of the proposition or an explanation of all that it connotes, or frequent and continued repeating of the proposition in question.

It follows then that before there can be any explanation or expounding of a given philosophy or dissemination of information or data about any particular set of ideas, there must first be assembled a body of facts, a set of agreed principles and a specified objective.

No program of interpretation can succeed if the first step in the process has not been completed. There can be no general understanding or acceptance of any philosophy, belief or set of principles if that philosophy, belief or set of principles is not first clearly defined and accepted by the group which endeavors to popularize it to create a better and more general understanding of all that it implies.

The failure of many interpretation programs, publicity campaigns and attempts to popularize certain theses, can be attributed as much to the weaknesses of the underlying principles of the thesis in question as to the possibility of technical ineptness in the conduction of the campaign.

To date the Association program has been built on the proposition that before a plea can be made for a general understanding of the principles

of social work, the fact must be clearly established that the American Association of Social Workers is a professional organization of many years' standing, composed of a selected group of persons in the field of social work who by their training, experience and demonstrated ability over a period of years are competent to speak authoritatively on the subject of social welfare; second, that the Association because of the geographic distribution of its membership, is equipped to collect and disseminate factual material on the subject of social ills; and third, that one of the aims and objects of the Association is to "increase the effectiveness of social work in meeting the needs of persons who come to it for any of the forms of assistance which social work performs."

The above basic principles have been adhered to in the program up to this point. Newspaper releases of the "Survey of the Immediate Relief Situation in Twenty-five States" received widespread attention and favorable editorial comment in newspapers in the east and west. The Kansas City *Times* said editorially, "An illuminating survey of the relief situation has been made by the American Association of Social Workers. . . . This Association is composed of workers who for years have been in direct touch with people in need. . . . The survey was not undertaken with the purpose of discrediting WPA and is concerned with that agency only with regard to its effect upon direct relief . . . the social workers' organization has aimed at the revelation of facts. . . ."

Hundreds of requests have come to the national office for copies of this survey from organizations allied to the field of social work, from groups and individuals remote from any connection with the field, governmental agencies, and local and state officials. Members of the Congress to whom copies were mailed, acknowledged receipt of the information; many were perfunctory acknowledgement, of course, but there were a dozen or more whose reply indicated they had carefully read the survey and who requested additional specific information.

Newspaper releases during and after the Delegate Conference received nation-wide attention both as news and as a subject for editorials. The Newark (New Jersey) *Evening News* in an editorial commenting on the Conference, after quoting Grace Abbott on the question of constant changes in federal programs in which she urged a stabilized plan of assistance, said "Coming from such an authoritative source that is something for . . . Mr. Hopkins as well as the President to ponder well."

Newspaper releases of the "Outline for a Federal Assistance Program," adopted as a resolution at the Conference, received equal attention. Several newspapers printed the outline in full and in editorials commended the Association for its proposal. The Lexington (Kentucky) *Herald* in a full column editorial said, "This program points the way Congress can write forever in the laws of the land the words, 'No one shall be permitted to starve'." The *Nation* and *New Republic* commented favorably on the session and the program.

Clippings from newspapers in the east, west and south, which have come to the national office, without exception reported the Conference sessions accurately and impartially. Conference releases and the radio address of Grace Abbott during the Conference helped to focus national attention on the Association and its aims and objects, and was one step forward in the process of securing understanding.

During this month the Directory of Members will be publicized, not in an attempt to create an artificial market for this publication, but simply as another method of presenting to the general public the fact that the American Association of Social Workers is an organization with definite purpose and includes in its membership a group of people with particular abilities acquired through training and experience, which qualifies them to be heard on the subject of social welfare.

During this initial period of interpretation the Association is widening its field of contacts with allied groups, individuals and organizations. As this process develops, a concrete and definite program will be formulated for future activity.

Progress will necessarily be made slowly. Social work, and all the human, sociological and psychological factors relating to it, is a subject of such magnitude as to challenge the imagination and ability of any individual or group for years to come to "explain, tell the meaning of, translate into simple intelligible and familiar language, expound and elucidate, etc.," in accordance with Webster's definition of interpretation.

T. H. H.

Some Chapter Activities on Relief Issues

Missouri

Anticipating a crisis April 1st, when state funds for direct relief are expected to be exhausted, the St. Louis Chapter has been active in a campaign to bring the facts to the attention of citizens and state officials, urging appropriate action.

Quoting the state motto, "Let the Welfare of the People be the Supreme Law," the Public Welfare Committee of the Chapter early in March dispatched a strong letter to Governor Guy B. Park, pointing out the condition of "200,000

men, women and children in Missouri on direct relief." The letter asked "What is to be the condition of these Missourians after April 1st?"

A copy of the letter was sent to each member of the General Assembly, which body the Committee urged be called into session by the Governor to take action on the situation.

New York City

The New York City Chapter in taking a stand in opposition to the Lyons Residence Bill (which provides that all Emergency Relief Bureau employees have at least one year's residence within the city prior to their employment) joined with fifteen other civic and professional organizations recently to oppose the Bill at a public hearing before Mayor La Guardia.

The Chapter had previously expressed its opposition in writing to the Mayor, urging a public hearing at which opponents might appear and voice their disapproval of the measure.

Newspapers (*The Times* and *Herald-Tribune*) in editorials have urged the Mayor to veto the measure as a useless and vicious piece of legislation. The bill, drawn up by Bronx Borough President Lyons and passed by the Board of Aldermen and Board of Estimate, has a retroactive provision.

District of Columbia

Social workers in Washington, D. C., through the chapter and every other channel, are working hard to forestall drastic cuts in the Public Assistance Division of the Department of Public Welfare for 1937, beginning July 1, 1936. These cuts proposed in House Bill 11581 would result in a fifty per cent. staff cut in the face of a $3,000,000 reduction in total grant, which takes no account of funds which formerly were available from federal sources.

The District of Columbia situation has nation-wide significance. Its local public welfare support is dependent upon House and Senate action; and government officials who determine these matters also determine welfare programs for the forty-eight states. The Family Welfare Association of America and the national office of the AASW are keeping in close touch with developments. The Washington Chapter expects to formulate a statement for which they will seek support of chapters in contact with representatives from the states over the country.

Los Angeles

The Washington Delegate Conference in miniature, a reproduction of the three day session held at the Mayflower Hotel, was presented by the Los Angeles County Chapter March 7th, as a novel method of interpreting to its membership and various social work groups the proceedings of the national meeting.

An audience of nearly four hundred persons saw and heard various chapter members impersonate President Dorothy Kahn, Grace Marcus, Linton B. Swift and other Conference speakers. Comprehensive notes taken by Delegates Mohr and Price supplied the material used by the speakers. The meeting concluded with a re-enactment of the final session of the Washington Conference as the chapter members assumed the roles of delegates to vote the AASW program.

As a result of this meeting action is being taken to "arouse public opinion in the fifty-eight counties of the state, for an adequate and continued relief program—guided by the findings of the Delegate Conference."

Ohio

The Marlow-Kilpatrick-Nichols Bill, H. B. 627, passed by the Ohio Legislature, January 23, 1936, stipulates that "no employe of the commission (relief commission) may receive more than $150 per month." The bill also sets a "limitation of 5 per cent. upon expenditures for administration."

The Columbus Chapter has protested the replacement of qualified personnel in Ohio state departments with politically appointed job holders. Letters from the Chapter to the Social Security Board and the Children's Bureau urged those two agencies to prevent the intrusion of petty partisan politics in local administration of security measures.

"We are convinced," the Chapter states in its letter, "that effective and satisfactory functioning of the Social Security Act is largely dependent on its administration in the various states by qualified personnel. We therefore urge the Social Security Board use its power—in such a way as to prevent—the intrusion of petty partisan politics in local administration."

WPA Cuts in Tennessee

Tennessee WPA workers dropped from payrolls during March when the work program was curtailed were unable to secure relief. A bulletin issued by the State Welfare Commission March 7th, indicated that 10,000 heads of families, all former relief recipients, would lose their WPA jobs. The bulletin to case supervisors said . . . "None of these cases will be accepted for relief by the Tennessee Welfare Commission until you are further instructed. . . ."

Uniform Security Legislation Urged

A committee of the Federal Bar Association of New York, New Jersey and Connecticut, after a survey of social security plans in various states, has urged a uniformity of laws which will conform more nearly with the theory behind the Federal Social Security Act.

"Our committee believes," Hugo C. Rogers, chairman of the committee, said in a statement issued when the thirty-five page report was made public, "that there is nothing so vital to the future welfare of the nation and the state as adequate social security legislation. . . ."

The national office is attempting to secure copies of the report for distribution to chapters.

The A. F. of L. Views Recovery and Employment

"It is important that we recognize that the next depression begins here and now, while we are recovering from the last . . ." the American Federation of Labor declares in its current monthly survey of business. The report points out that while business is on the upturn (one group of 895 industrial corporations show profits increased 47% from 1934) small progress is being made to put the unemployed to work.

The survey points out that an average of eighteen million persons are being maintained at public expense, and quotes the AASW Survey of the Immediate Relief Situation to indicate that since the withdrawal of federal funds for direct relief many of these people are receiving "low grade pauper treatment over wide areas of the country."

Asserting that even the expenditure of huge sums for relief will not solve the problem of unemployment the Federation makes a plea for understanding of the fact that when wages fail to rise as industry improves, buying power fails to increase. "When production outstrips buying power, sooner or later the increase in production must stop for want of a market. When this happens men are laid off, profits decline and depression follows."

"It is an inevitable but none the less tragic fact that industry as it recovers today is failing to solve the problem of unemployment," the report states.

The Federation declares itself for "lifting production to the highest point of which our industries are capable (with wage increases to workers of at least 13% over present scales and shorter work weeks) to put the unemployed at work."

Inter-State Conference on Transients

Representatives from twenty-one states east of the Mississippi and the District of Columbia convened in the Assembly Chamber of the New Jersey State House on March 6th for a two day discussion of the problem of transient care and settlement laws. The meeting was sponsored by the New York, New Jersey and Pennsylvania Commissions on Inter-State Cooperation.

The sentiment of the discussants was summed up in a series of resolutions adopted at the final session, the principal points of which were:

1. That the Government of the United States be called upon, through an appropriate permanent branch of the public service and as a part of the public assistance program, to accept immediate responsibility for the relief and employment of transients, and that this relief and employment be made effective through permanent departments of state government and coordinate local units of administration and that funds be made available by the Federal Government on a grant-in-aid basis.

2. That the Federal Government be requested through the Department of Labor, in cooperation with State Departments of Welfare and State Labor Departments, to undertake a thorough study of the labor aspects of this problem of seasonal industries and of migrant labor and labor reserves and that plans be based upon the findings, to the end that the management of these problems in the future may be more intelligently and successfully handled.

3. That the conference authorize and direct the Continuing Committee to take such action as it may deem desirable to make effective our resolution calling upon the Government of the United States to accept immediate responsibility for the relief and employment of transients.

4. That this conference recommend that the several states be urged to liberalize their laws so as to make possible their cooperation with the Federal Government in the financing and administration of relief to transients on the proposed grants-in-aid principle.

5. That this conference approve and encourage all efforts being made and to be made to bring about uniformity of legal settlement laws between the several states.

Special Reports on the Relief Situations

The AASW has received mimeographed or planographed reports upon the relief situations in Louisiana and Utah. These deserve to be called to the attention of members who may wish to write for copies to the sponsoring agencies.

Louisiana. This twenty-two page mimeographed report entitled, "Neither Work Nor Welfare,"

was prepared by the Committee on Action of the Association's New Orleans Chapter, Florence Sytz, Chairman. It is the most comprehensive local study of the current relief situation which has come to the attention of the national office. Because the report is well documented, where matters of underlying social philosophy are involved[1], and because it is obviously written for the consideration of social workers who may not be close to the relief program, as well as for workers in the relief field, the study should prove helpful to chapters or agencies elsewhere which may be planning a similar undertaking.

Utah. The Utah report is a summary of findings of a "Survey of Cases Under Care, January 30, 1936," and was compiled by Vera W. Pohlman, Director of the Division of Research and Statistics of the State Department of Public Welfare. The usefulness of the report outside of Utah lies primarily in its demonstration of the value of adequate statistical analysis for an understanding of the complicated relief situations presented in the several states. The particular problem considered is that created by social security assistance in relation to the case load for general relief. The study covered all non-institutional cases under the care of county public welfare departments and county pension and charity departments. It aimed to discover which families had members eligible to social security assistance of each kind, and what proportion of the financial burden may be carried by these special means. The following, which is the first of the summary tables, will indicate the excellent manner in which this important information is presented:

Classification	*Cases*	*Per Cent. of Total*
Cases in which one or more persons are eligible for social security aid	5,012	53.85
Unemployable cases in which no one is eligible for social security aid	1,829	19.65
Employable cases, certified for Works Program Employment but unassigned	1,591	17.09
Employable cases not eligible for assignment to Works Program	876	9.11
Total cases under care	9,308	100.00

A subsequent table shows that for the monthly needs of these cases ($297,700), the maximum available from social security assistance is $186,480 ($84,775, federal and $101,705, state), leaving $111,220 to be provided by the state, in addition to its social security contributions.

F. S. H.

[1] Note the following definition of poverty, quoted from *Time to Spare*, pp. 89-96: "Poverty is that state in which a man is perpetually anxious for the future of himself and his dependents, unable to pursue life upon the standard to which he was brought up, tempted both to subservience and to sour revolt, and tending inexorably toward despair."

Memorial to Helen Hart

A memorial of unusual significance has been decided upon by the Connecticut Emergency Relief Commission as an expression of its appreciation of Helen Hart's contribution to social progress in the State through her work as Director of Social Service. This memorial is in the form of an extension of the life of the subsidy, given for salaries of social workers to towns whose relief departments are maintaining standards. The subsidy plan, under which towns are reimbursed up to 45% for the salaries of their social workers, was to expire July 1, 1936, but, through the action of the Commission, will be extended to February 1, 1937, in order to assure as great permanence as possible for the contribution made by Miss Hart in raising standards of social service in the State.

Findings from Joint Vocational Service

A period of great readjustment in any field of work whether by expansion or contraction produces manifold difficulties for the personnel involved. Social workers are well acquainted from experience with the problems of unemployment and equally, from another point of view, with the problems created through the enormously accelerated demand for their own services. We do not know whether there are very many less bona fide work opportunities for social workers now than a year ago or whether there are more, for as Mr. Hurlin pointed out at the Delegate Conference, we have very little reliable statistical data about social work. This is true about demand, supply, turnover and the changing number of social work jobs as well as about the number and ratio of those on relief at different times. Certainly there is an impression abroad however that there is, at least momentarily, much more limited job opportunity for social workers than a year ago. This grows out of the demobilization of some of the emergency relief administrations before many state legislatures have enacted necessary laws or provided appropriations for establishing or expanding public welfare departments. The artificial restriction of the residence requirement may also have interfered with possibility of considering social work candidates wholly on their merits.

An employment bureau is quick to get the reaction of such a situation. Joint Vocational Service has been finding requests for new employment increasing for a time at an average rate of ten a day though very few of these, except students just entering the field, are at the time of registration actually unemployed. In attempting to give service to these candidates and at the same time to meet requests of agencies (the employer group) JVS has come up against one of the problems of readjustment in the field. There is an ample number of jobs and a fairly ample supply of competent personnel. The candidate qualifications asked by the agencies, however, do not match in a sufficient number of cases the qualifiacations apparent in the available candidates. Although four years ago only 25% of candidates registered with JVS were professional school graduates and although the percent of these graduates had increased in 1935 to 45 and the actual number registered in 1935 was nearly twice as many, today there are still not enough recent graduates of the graduate schools of social work to go around. In the face of this, agencies frequently are uninterested in the skill of many experienced candidates some with, some without, earlier professional training. The brief description available about some of the positions listed does not provide convincing evidence that these positions would be satisfactory opportunities for the school of social work graduate with little or no experience and JVS has had reason to doubt whether the agency would get the kind of staff assistance wanted and needed if the agency adhered rigidly to its specifications for candidates. Evidence of the dissatisfaction of young candidates, finding themselves in a situation different from that pictured to them at the time of accepting a position, has come back to JVS directly from some of these candidates.

It is not the responsibility of JVS to tell a social agency what kind of personnel it should have and there would be a presumption in doing so, even were the JVS able to. JVS has an obligation for personnel standards through satisfactory and effective placement methods. It believes it should affect standards by gathering illuminating vocational histories, by securing a clear picture of the given job, agency and community situation and making such referrals as would tend to fit these two together (candidate and opening) at the various stages of development where common ground is indicated.

JVS has recently turned to a small group of social workers nearby for assistance in how to deal with this apparent stalemate (Winfred Arrington, Elinor Blackman, Anna Kempshall, Mary Lucas, Miriam McCaffery, Bertha Reynolds, Christine Robb). This group and the social work staff of JVS have met three times in the past six weeks and carried the discussion of the dilemma to local agencies at a distance, as some of the group have gone into the field. The group feels that the problem is serious, that it is a problem of the field as a whole, not of the vocational service alone, and that the facts in the situation should be made known. The ratio of school graduates employed is increasing as rapidly as the schools are able to admit more students from among eligible applicants and to graduate a growing body of trained workers, but the supply does not meet the demand for full professional educational qualifications. The wise distribution and use of the total body of competent social workers continue to be of primary importance and are within the province of Joint Vocational Service.

These things merit thought and discussion in local agencies and in chapters of the AASW, keeping in mind the needed skill a given position, agency development or community situation calls for at the particular point in its developmental objectives. What skill does the local agency need and expect in the candidate to be appointed; what is he expected to accomplish for the organization; what equipment is most indicative of securing that result? What, on the other hand, are some of the things which the candidate has a right to ask in the interest of his professional direction? The committee has suggested two ways in which the JVS could contribute to a better understanding of the social work employment situation: (1) by determining what elements in the agency situation have import from the candidates' standpoint and (2) how best to communicate significant material to the candidates. A sub-committee is giving consideration to the problem of securing a clearer picture of the agency situation and need and to the problem of making this picture available to the candidate. Another sub-committee has accepted responsibility for studying better methods of counselling. It appears that the field is in instances overlooking persons with skill which practice and experience have produced. Professional associations, the vocational service, national functional and local social agencies, have mutual responsibility for thought and action in the matter of evaluating competency without regarding standards as though they were absolute. At the same time and while there may be little supporting statistical evidence, there is every reason to believe the jobs in social work over the country outnumber the candidates.

LILLIAN A. QUINN,
Joint Vocational Service.

Planned Retirement

A few years ago a Committee of the AASW considered possible plans by which the AASW might secure special advantages for members, by acting as a general agent in connection with annuities or retirement plans. After careful study, the Committee concluded that no substantial advantage could be gained for members, which they could not secure by individual contract. Findings of this Committee, however, are pertinent because of the professional and personal aspects of the problem of retirement, because social agencies provide inadequately for retirement of their employees, and because social workers are excluded from the old age benefits provided for in the Federal Social Security Act.

Possibilities of retirement plans vary with the field of employment. Social workers in permanent governmental programs generally find existing retirement plans in which they can participate. Most employees of emergency agencies have no retirement protection, while old age protection has been established by few private social agencies.

Some of the considerations brought out by the Committee's work are summarized in the following statement.

THE promotion of participation by social workers and social agencies in retirement plans is recommended by the AASW since it is directly related to the maintenance of standards of personnel and performance in social work. Closely related to the Association's aim to develop standards by which well-trained and qualified personnel is selected for social work positions, is the development of adequate means by which that personnel may be retired when its usefulness is diminished. As the profession matures, with a larger number of practitioners in the upper age groups, planned retirement becomes increasingly important. The rapidity with which social work is developing places a premium on youthful recruits whose influx into the field should not be retarded.

There are factors in the field which have militated against the early development of retirement plans. Such studies as have been made of the field indicate a high percentage of turnover in social work positions. This turnover is not only a changing from one position to another, but is also a loss of many well-equipped persons to other occupations. Contributing to this condition, it might be supposed, is the failure of social work to offer sufficient security in terms of salary and provision for old age. The acceptance by social workers of a rapid turnover of positions after the training period, obscures their appreciation of retirement plans as advantageous to themselves and to the social agency, and partially accounts for the fact that at present superannuated staff members are either discharged and allowed to shift for themselves, are continued on the payroll, or are retired by special provision. Relatively few social workers can provide privately for a retirement satisfactory to their professional standard of work and living.

The principle that the employing agency and not the employee has the primary responsibility for providing for retirement, has been generally recognized in public employment, in industry and in trade.

The group annuity contract in which social agencies with ten or more staff workers, including professional staff and other employees, may participate, is the most adequate provision for retirement as it reduces the cost to the social worker by one-half, since the agency shares equally in the provision. This plan protects both the worker and the agency.

The annuity contract is essentially a simple deposit proposition in which the amount obtainable varies with the amount of deposit paid and the length of period of time over which payments are made. An element of risk enters in which brings the insurance underwriting into the plan. There are many options available to the depositor, regarding age of retirement, withdrawal privilege, whether the annuity is paid as long as the depositor lives or the balance of deposits paid to his estate when he dies, etc. A medical examination is not required for eligibility. Whereas in the insurance contract the gamble of the insurance company is that the insured will live a long time, in the annuity contract the company gambles that the annuitant will not live for a longer period than the installment payments provided for by the total amount of deposits plus interest will take care of. While details differ slightly, the cost of annuity plans in different insurance companies is practically the same and by and large is too great for the individual social worker to carry alone.

The Association's information indicates that group annuity contracts jointly purchased by social workers and social agencies should embody the following principles:

1. The contract should not make it difficult or impossible for the social worker to accept change of employment to the best professional advantage. In order to safeguard this cardinal point the agency must consider its payment as the property of the worker so that when leaving the employment of that agency the worker may become the possessor of the combined deposits, both his and the agency's without restriction.

2. Special provision should be made for employees who may be near the retirement age. Little advantage would be gained for the agency or

the worker if special provision were not made for the retirement of those without a fairly long period before retirement age during which their annuities could be built up. Group contract should include, therefore, a special contribution from the agency which would be in effect a "past service" annuity for the older members of the staff.

3. There should be liberal provision in the contract for withdrawals in view of the present uncertainties regarding employment and the turnover of staff in social work.

4. Provision for flexibility and variety in the choice of the particular terms of the annuity as to such matters as age of retirement, terms of annuity payments, etc. A. G. W.

Directory in the Mails

The process of mailing out copies of the Directory of Members, referred to in some quarters as the "Who's Who in Social Work," is going rapidly forward as this issue of *The Compass* goes to press.

As checks are received from members who ordered the volume at the pre-publication price the directory records are checked and the book wrapped and put in the mails. Approximately 500 copies a week have been going out of the national office for the past three weeks.

Orders are still being accepted at the post-publication price of $5.00 a copy. Various agencies, schools and organizations have ordered copies during the past two weeks.

The volume, in addition to listing more than 9,500 members located in the United States and its possessions and biographical data submitted by more than half of the membership, also lists the schools of social work in the United States and Canada which are or have been members of the American Association of Schools of Social Work.

A statistical examination of the directory reveals that 1,215 of the members supplying biographical data hold advanced academic degrees, of which one hundred and fifty are Doctors of Philosophy.

The directory lists members alphabetically and geographically. The geographic listing reveals that there are members of the Association engaged in social work in every state in the United States, Alaska, Canal Zone, Hawaii, Philippine Islands, Puerto Rico, Australia, Canada, China, Czechoslovakia, England, France, Japan, Mexico and Palestine.

New York State, of all the states in the United States, is the home of the greatest number of professional social workers, 2,744 residing in this state. Idaho has the smallest number, only one resident of that state being listed as a member of the AASW.

Social Security Grants to States

Six states have received federal funds for the care of crippled children under the terms of the Social Security Act, according to an announcement issued by the Children's Bureau of the United States Department of Labor March 16th.

Federal checks for the last two months of the quarter ending March 31, 1936, have gone to Alabama, Kentucky, Maine, Michigan, Vermont and Wyoming.

According to the plans submitted by these states and approved by the Children's Bureau, the administration of crippled children's services will rest in the State Department of Education in Alabama, in the State Department of Health in Kentucky, Maine, Vermont and Wyoming, while a special Crippled Children's Commission will administer Michigan service.

Ten states have already received allotments of federal funds for maternal and child health services. The initial grant is uniform for all states with an additional apportionment on the basis of ratio of live births to the total live births in the United States, and an allotment based on the need of the state for assistance in carrying out its state plan. The allotments for the period ending March 31, 1936, as announced by the Children's Bureau, are as follows:

Connecticut	$ 6,379.16
Maine	7,912.62
Massachusetts	12,124.22
New Mexico	11,549.37
New York	28,837.03
South Dakota	6,733.40
Washington	9,833.63
West Virginia	11,105.32

The following states have also received federal funds:

For Old Age Assistance

Iowa	Idaho
Alabama	Maryland
Delaware	Michigan
District of Columbia	Mississippi
Missouri	New Hampshire
Nebraska	Rhode Island
Vermont	Washington
Wisconsin	Wyoming

For Aid to the Blind

District of Columbia	New Hampshire
Idaho	North Carolina
Maine	Wisconsin
Mississippi	Wyoming
Nebraska	

For Aid to Dependent Children

District of Columbia	Nebraska
Idaho	New Hampshire
Maine	Washington
Maryland	Wyoming
Mississippi	

Social Work — Public or Private

AT this time when events in the social workers' area take place in rapid succession and social work practice is modified to meet all kinds of exigencies, it is not surprising that forced explanation leads to statements that are confusing to fundamental social work concepts. Unsettled and changing policies become saddled with fixed explanations that are difficult to substantiate. Distinctions are drawn between public and private welfare work in a manner that might deny any necessity for or validity in a common background of understanding of people.

Intelligent use of new experience should lead to sounder concepts and more effective practice. Of importance to the profession is increased consciousness of the fact that contribution is made by the individual practitioner and the fact that any increased knowledge of people and means of helping them to resume the uninterrupted conduct of their lives should become the accessible property of all social workers. Too much "agency-mindedness" and concern for a particular source of financial support, and a blindness to the importance of the body of social work practice leads to an interpretation of social work which does not beget understanding.

Hasty justification of unsettled and changing policies has in the past as well as in the present resulted in expressions of intolerance, rather than understanding. Assertions have been made in favor of this service as against that service without sufficient realization of the limitations in both or the difference in the sources of existing limitation in either, so that inadequacy has appeared at times to be inherent in the service. Outlook and conviction about extent or character of public and private welfare have changed in different places and at different times and will change further. Much has been said about how private welfare regards public welfare, which should perhaps have been attributed to the opinion of "everyman." Similarly new and different approaches to meet new situations have been mistakenly set off as non-case work approaches, rather than as fitting modifications in social work practices.

Many facts and general conditions should make social work sensitive to the reasons for difference of opinion and unevenness in professional development: There is limited knowledge and therefore great divergence of opinion about people, their incentives and their needs. Social work experience plus scientific findings from other fields has increased understanding about people. Such understanding is of value to clients in any welfare service regardless of the existing limitations in the framework of the service—such as eligibility and budgetary criteria. Social case work is essentially one large part of the body of social work practice, and there are many different and changing expressions of case practice. There have never been sufficient numbers of qualified persons to fill existing social work positions. Personnel qualifications are only partially understood and standards are difficult to apply. The quality of service depends nevertheless upon the kind of people who practice and develop that service. Salaries and other working conditions are determinants of the distribution that can be made of the limited number of qualified persons practicing social work.

These things are relevant to an understanding of the status of social work and basic to statements which are intended to describe the nature of social work practice and differences within the field. Recognizing that statements intended to explain particular services have frequently widened the breaches of understanding in social work, there is much reason to hope for increased understanding and improved expressions of that understanding. The most recent report that comes to hand on family service in a private social work agency is of interest from this standpoint, especially as it relates to public welfare. The following excerpts from that report* give promise of better description of common problems in social work:

Since the establishment of public emergency relief, questions relating to a private agency's relief role have been given attention by both groups. Because financial distress is often directly responsible for problems of personal insecurity and family disintegration, relief often becomes an important factor in treatment and cannot be separated from the other services of a private agency. The decision concerning who shall be responsible for relief, therefore, leads into considerations of the importance of relief in particular situations, and the relation of relief to the other problems.

In the present uncertain economic world, it is sometimes difficult to distinguish the independent from the dependent. A person may be in one group one week and in the other the next. For many the struggle to keep going, to keep head above water, is never quite won. A little shop may yield an income one month, but not another. A factory may work six weeks and then close for six. The painter and the carpenter have always been subject to the irregularity of employment. If the good days carry the bad, the person, happily, retains his cherished independence, but if the bad days become really bad, the rewards of continued struggle may not seem worth the effort it involves.

The treatment of this special problem, the temptation to surrender to discouragement, can in some instances be best handled under private auspices. The attitudes of clients toward accepting public or private relief differ in accordance with their individual philosophies. Some individuals prefer to turn to a public agency, feeling it more respectable and less of a stigma to be

* Annual report, New York Charity Organization Society, 1934-1935.

recipients of impersonal and general governmental benefits than to be the beneficiaries of private "charity." But some persons in the uncertain battle for independence feel less vanquished, more on the winning side, if they can avoid the reality of their own concept of public failure—"to be on relief." Occasional, intermittent help from a private agency may appear to them more of a "temporary life," a symbol of the community's faith in their ability to keep going. . . . In principle, relief budgets in private and public agencies are designed to cover the basic human needs—food, shelter, clothing, fuel and medical needs. When public welfare budgets fall below these accepted standards of adequacy, affecting large groups of families, it is not feasible, in terms of budget or the volume of the problem, for a private agency to meet these general deficiencies.

But in certain instances the private agency does give aid to families receiving their income from public sources, as it does to families that are self-supporting on a minimum budget level. This special relief is not ordinarily a regular budget item, but is designed to meet a particular need. These special needs are often related to educational plans, vocational training, and personal ambitions, the total denial of which can be crippling and destructive to the individual.

Again an excerpt from a very recent annual report of one of the accredited schools of social work suggests the constant re-examination of facts and trends that is essential to professional understanding:

Social work itself during this period has been functioning in a world which, despite some major economic depressions and a world war, has been consistent in its trends and social philosophy. Whatever may lie ahead for American social, economic and political organization, it is evident that for social work the significant result of the depression has been to change radically the social setting within which it operates. The development of governmental activities; federal, state and local, in the field of relief; the establishment of governmental programs for social security and for employment exchanges; the gradual rise of a more widespread public recognition of social welfare as a field calling for expert service; and, last but by no means least, the sharpening of our own understanding of the possibilities of the use of skill in the practice of social work and of the cost of ineptitude at points where no adequate skill has yet been developed—all combine to change in significant ways both the responsibilities of social workers and the terms upon which they must be discharged. Whatever be the social philosophy of the individuals concerned, social work must inevitably follow the direction of human need and the will of a public which determines conditions upon which that need shall be met.

"A Businessman Looks at Relief" in the *Saturday Evening Post*, March 21. Robert L. Johnson, Pennsylvania Relief Administrator (also of *Time* magazine), reports on his year as an administrator. Says Johnson, "It is true I had some trouble with certain *so-called* social workers who actually *had no social service training*, etc."

Some Chapter Projects

Boston. The Committee on Staff Development is concerned about training opportunities for young workers not eligible for AASW membership. The chapter voted to submit to the Council of Social Agencies the recommendation of the committee that the Council employ a part-time worker to study the actual needs and the extent to which these are met by courses available in the community.

Connecticut. The chapter is studying the need for professional training in the state and has appointed two committees, one to study the development of undergraduate professional courses for students interested in social work as a profession, and the other to undertake to interest one of the colleges in establishing a graduate school of social work on the basis of evidence in regard to the need.

Indianapolis. The Committee on Professional Standards has been considering (1) the question of demobilization of relief staff; and (2) the responsibility of the AASW to the unemployed relief worker. The committee recently met with a faculty member of Smith College and of Indiana University and interested lay people to discuss financing, scholarships and proper methods of training.

Los Angeles. The Sub-Committee on Civil Service has recommended to the chapter that a job analysis be made in the Board of County Welfare; also that efforts be made to improve the type of civil service examination by working closely with members of the Civil Service Commission as has already been done by social workers in the health and probation fields with resulting improvement in the type of examination given.

Louisville. A committee to study standards of relief has been appointed, made up of representatives of all the social agencies. It has five subcommittees on food, clothing, etc.; housing; medical care; insurance; recreation.

Ohio State Council. The first issue of the Council's new publication, *The Focus*, made its appearance in February. This bulletin will provide a medium for exchange of information and material, thereby promoting cooperation among the six chartered chapters in the state and greater participation by non-chapter members.

A number of the chapters have responded to the appeal from Hospites for funds to assist German social workers. The Delaware and Nebraska Chapters have each sent $10 and the Boston Chapter has contributed $100. Other chapters are planning to raise funds for this purpose.

CIVIL SERVICE AND SOCIAL WORK

LEONARD D. WHITE
U. S. Civil Service Commissioner
AND
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Introduction

At the first Delegate Conference of the AASW in 1934 it was recommended that "the whole concept of merit system . . . be referred to the AASW for comprehensive study and formulation" and that "meanwhile, pending changes in the laws, the principles embodied in the merit system should be utilized by appointing officers." At the second Delegate Conference in 1935, an even more clear-cut pronouncement was made. The group went on record as favoring "the promotion of a merit system in civil service as a proper major activity in the program of the AASW."

To have achieved agreement concerning the general objective is a considerable step in advance but most of the spade work still remains to be done. There are still those among our members who do not have a clear understanding of the merit system; and there are others who think the system is so fraught with difficulties that its successful operation, except in an occasional fortunate jurisdiction here and there, is unlikely. The purpose of this paper is therefore two-fold: (1) To provide a clear and simple description of the merit system in the interest of extending among our membership an understanding of its basic elements; (2) to indicate, as clearly as possible, certain concrete developments which members of the AASW should support or promote within their respective areas.

Definitions

In its broadest sense the merit system is a procedure for selecting and retaining employees in the public service on the basis of qualifications and fitness for the work to be done. The body of public servants functioning in a jurisdiction that relies up the merit system in its personnel administration is often called "the civil service." The "spoils" system is the antithesis of the merit system. Where the spoils system prevails government employees are selected and promoted because of their political faith or because of "pull," very often without reference to their ability. Between these two extremes—the merit system and the spoils system—may be found many variations. Selection of incompetent employees can and does occur under the merit system, if prerequisites for admission to examination are not adequate, if the methods of testing qualifications are unscientific, or if the civil service machinery falls into the hands of unscrupulous politicians. On the other hand, poor appointments are often made where there is no merit system, not because the appointing authority wishes to divide the spoils, but because there is no clear understanding of the kinds of qualifications the various public posts require.

Merit systems commonly operate under a state statute or a municipal ordinance. Where no such authority exists, the merit principle is sometimes adopted voluntarily by the responsible authorities. Such an arrangement is usually referred to as the "voluntary application of the merit principle." From a practical standpoint, the voluntary arrangement is often the most desirable first step in effecting improvements in personnel administration.[1]

The Present Situation

A reliable estimate based on the occupational classifications used in the decennial census of population in 1930 places the number of social workers in public and private agencies in the United States at 40,000.[2] Since 1930 many additional thousands of persons have been employed to perform social work functions in the various federal, state and local emergency relief organizations. Very few of these recruits have been appointed by official civil service procedures, though in various places a conscientious attempt has been made to select on the basis of aptitude, education and experience.

In the federal goverment and in many state legislatures, proposals are now pending or have recently been adopted which contemplate an expansion of the public social services. There is general agreement among experienced observers that the number of social work positions in government will be much larger in the future than it has been in the past. Just as the expansion of public education attracted large numbers of re-

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[1] The Civil Service Committee of the AASW hopes presently to publish a description of a voluntary system that has operated with considerable success in Cook County (Chicago), Illinois.

[2] Hurlin, Ralph G.: *The Number and Distribution of Social Workers in the United States*, p. 6.

cruits to the teaching field, so will the growth of the public social services encourage many to seek employment in public social work. Unless an aggressive attempt is made to establish intelligent and orderly procedures in selecting appointees, the quality of service resulting from the expanded social facilities will be in jeopardy.

Although federal employees have been selected on a merit basis since 1883, many of the new emergency agencies of the federal government have thus far been exempted from the requirements of the civil service laws. Comprehensive civil service statutes are at present in effect in only nine states.[3] In a number of these states the procedures are antiquated or unsatisfactory and need to be amended. A considerable number of local governments, especially in the urban districts, have established by ordinance a personnel authority based on the merit principle. In some cases these local measures apply only to one branch of public service, such as the police or the public school teachers. Thus the actual situation is that, in spite of some good personnel work here and there, the country as a whole is miserably unequipped to meet the challenge of the times. An army of public servants, many of whom will perform social work functions, must be selected, retained, promoted, and dismissed or retired. The machinery needed to accomplish this remains largely undeveloped.

First Steps

A beginning must be made where it can be made. Extension of the merit system is needed in federal and state as well as in local government. Local chapters of the AASW can, therefore, concern themselves with this question at one or more of the three levels of government. Each chapter should decide where its efforts are likely to be of greatest importance.

Recent federal legislation has extended the principle of grants-in-aid to the states into a number of fields that are of vital concern to social workers. In its earliest form the Federal Social Security bill required that a merit principle of personnel management be included in the administrative plans of states receiving grants-in-aid. This provision was removed from the bill before it received the final approval of Congress. The restoration of this requirement would have far-reaching influence. All of the states, in order to qualify for grants-in-aid, would soon be endeavoring to devise a merit system of personnel administration that would meet with the approval of the central authorities in Washington. Local chapters of the AASW might well consider approaching the congressmen in their jurisdiction to obtain from them a commitment to support the restoration of this requirement.

Some chapters may wish to focus their energies on obtaining a state civil service law. A competent state personnel authority can perform a dual function. It will, of course, select appointees for the state institutions and the state department of welfare. In addition it can serve in an advisory capacity to local governments. Many puzzling questions arise in classifying positions, in establishing qualifications, and in setting examinations. In these and similar problems an able state personnel authority should be in a position to aid and advise the local authorities.

Many of the social services are administered on a county-wide basis. It would be neither feasible nor desirable for all of the 3000-odd counties in the United States to attempt to develop an independent personnel authority. State civil service lists should be made available to local authorities. The state civil service system should ultimately be in a position to guide the technical aspects of personnel administration in all local governments throughout the state—with the exception, perhaps, of the large urban counties and the largest cities.

If the time is not ripe for an adequate state system, efforts should be centered on promoting local civil service. If a local ordinance cannot be obtained, the only recourse is to seek a voluntary arrangement whereby the elected officials unofficially operate on merit principles, or entrust to an unofficial committee the task of setting standards and salaries, and of working out methods of selection, promotion, and dismissal. A local system, even if unofficial, often has an influence that extends beyond the jurisdiction served. Moreover, the experience gained in operating a local merit plan, either official or voluntary, provides a fund of experience that can be utilized later when the state is ready to adopt a civil service statute. The effect upon public opinion of an efficient service free from spoils is salutary. In the end, continued successful operation of a merit system depends upon articulate public demand. The building of an enlightened public opinion respecting the merit system is therefore not a mere by-product, but a basic concern in all activity in the personnel field.

The Personnel Authority

In any jurisdiction, state or local, an early question relates to the structure and function of

[3] These states are New York, Massachusetts, Illinois, Wisconsin, Colorado, New Jersey, California, Ohio, and Maryland. Connecticut had an act which was repealed in 1921. The act passed in Kansas in 1915 is inoperative because no appropriations are made to finance the work.

the personnel authority. Is a single-headed authority best? Does a board or a commission of three or more members afford greater protection against the assaults of partisan politics than the single-headed authority? If a board or commission administers the function, should the members direct the work personally on a salary basis with one of their number serving as executive secretary? Or should the board or commission consist of unpaid citizens who formulate broad general policies and elect a paid director to carry on the actual work?

Experience in this field is still too limited to provide an unqualified answer. Possibly no answer can be given that would apply in all jurisdictions. Recently there has been a trend of opinion toward the single-headed personnel authority. This view has gained adherents because of certain conspicuous successes where this plan has been followed and possibly also because of the resemblance between this form of personnel authority and the highly-favored city manager plan of municipal government. All who advocate the single-headed authority agree that the person selected must be trained for the field of personnel administration.

The dangers inherent in the single-headed plan are obvious. It will work admirably wherever the elected official who appoints the personnel authority wants it to work. Under administrations committed to a patronage program, it can degenerate into a meaningless rubber stamp.

For this reason, many careful students believe the board or commission form is safer. Boards of three members can be appointed to serve for a considerable period, such as six years. An arrangement of overlapping terms affords a safeguard by restricting the number of appointments any one elected official can make during his term of office. Except in the largest jurisdictions an unpaid board is often more satisfactory than a paid board. If board members receive no pay, except reimbursement of expenses incurred in attending meetings, the appointing official will not be besieged by unqualified aspirants who are attracted by the prospect of a salary.

Additional safeguards are sometimes adopted to keep the board or commission free from partisan politics. Sometimes the statute or ordinance provides that not more than two members of a board of three may belong to the same political party. Another device is to provide that no member may be an officer in any political party. While these provisions are often useful, they give no guarantee of good administration, for which "eternal vigilance" is the chief prerequisite.

Positions and Functions Covered

A general merit law applicable to all branches of public service within the jurisdiction is the desirable goal to seek. Often it is necessary to start with a measure that is much less inclusive. In some jurisdictions a beginning was made with the police or the firemen. Such an arrangement should be regarded as an entering wedge which will serve as a basis for further expansion. Where all public servants are under civil service, a considerable measure of solidarity may be achieved which may serve as a bulwark against the inroads of those interested in a return to the spoils system. Where no merit system now exists the desirable course for social workers is to join with other citizens in urging a general merit law. If that is impossible, efforts should be centered upon instituting a merit system of personnel administration in the public social services.

There is no general agreement concerning the range of appointive positions that should be brought within the civil service. Should all appointive positions be filled by civil service procedures? Or should certain administrative posts at the top be exempt? Some students of government advocate a plan under which the chief executive is free to choose the head of each important department without reference to the civil service. The theory is that the chief executive is responsible to the electorate and must be given a free hand in placing in the policy-making positions persons in whom he has confidence. This theory may be sound with respect to some of those functions of government which must be reasonably well conducted if the chief executive is to avoid wide-spread criticism and unpopularity. Experience indicates that it is not sound with respect to the social services which, because they benefit helpless and inarticulate groups, can be badly conducted without attracting public attention. The weight of evidence suggests that all positions in public social service up to and including the director of the state department of social welfare should be within the classified civil service. Under this arrangement the functions of the welfare department can be articulated with the program of successive administrations by means of proper central budget control.

Establishing Qualifications for Jobs

A personnel authority in any major unit of government must be concerned with a very wide variety of positions. No single director and no board could hope to have detailed knowledge of the kinds of qualifications needed in all these many types of jobs. Hence, there must be definite provisions for contact with many groups that can supply information concerning jobs in their own respective fields. Even a personnel authority with the prestige and the experience of the U. S.

Civil Service Commission makes no attempt to employ enough specialists to cover all fields of employment. If a position is to be created concerning which the Commission needs information, immediate steps are taken to obtain advice from qualified persons. For sake of illustration, let us say positions in hospital social service are being created and that the Commission does not know what qualifications and tests would be likely to reveal fitness for this work. Under such circumstances the Commission would immediately seek advice from experienced practitioners or from the national agency in that field, perhaps even creating a special advisory committee for that purpose. In any jurisdiction, it is important for the personnel authority to develop dynamic relationships with informed persons outside the government service in order to have access to specialized advice and objective criticism.

With the aid of such qualified advice, the Civil Service Commission sets the minimum standards for entrance to the various classes of public employment. These standards are of great importance because, if enforced, they automatically exclude persons who lack the necessary qualifications with respect to such objective tests as age, education, and experience. The examinations then seek to discriminate among those who possess the minimum qualifications by sifting out those with the greatest promise of achievement. These standards are usually stated in the formal specifications written in connection with classification.

Classification

Not only for purposes of recruitment but also to make possible a reasonable system of promotions, a careful classification of all positions is essential. A written description of the duties attached to each position is the first step in classification. This must be followed by an analysis of this material which results in the establishing of grades and of positions within these grades. An hierarchical system of titles and grades results. An effort must be made to place at the same level all positions requiring substantially equal preparation and the acceptance of equal degrees of responsibility. Salary scales are then established for each group of positions within this structure. The task of classifying the positions in a large unit of government is highly technical. Skill and experience are required to get the system started and continuing analysis is necessary to keep the classification abreast of changing conditions. This is one of the reasons why a full-time paid personnel authority is a necessity in any governmental unit that requires a considerable number of employees. The usefulness of a sound system of classification as an aid to securing fair treatment of employees, opening up opportunities for promotion and maintaining morale has been demonstrated on many occasions.

Attracting Applicants

One of the most serious problems in public personnel work is to induce the most competent people to apply. Better salaries, better personnel practices, and more stability of purpose among executives will gradually raise the level of applicants. The growth of state certification will also be a most important aid in local public welfare agencies. At present, almost anyone with minimum educational qualifications can take the examinations for social service positions. But if a physician is to be selected, only registered practitioners can apply. A state system of certifying social workers would provide a basis for automatically excluding those without recognized qualifications and would thus greatly decrease the chances of an inferior appointment. In addition, the personnel authority and the administrative agency should persistently seek to induce the best possible candidates to apply. This involves a continuing publicity campaign. The printed or mimeographed announcements of civil service examinations are sometimes dull and hard to understand. They should be clearly stated and attractively presented. And a real effort should be made to circulate them widely and to post them in places where they will gain attention. The cooperation of schools of social work and of local chapters of the AASW is of special importance to the personnel authority in bringing to the attention of promising applicants the notices of positions to be filled.

Examinations and Tests

If a reasonable number of suitable applicants apply for a given position, the next problem is to select from among them the one best qualified for the work to be done. Examinations and tests are the means commonly used to accomplish this. Examinations may be oral or written, assembled or non-assembled. An assembled examination is one that is given at a specific time and place to all persons who are applying for the position. Assembled examinations are usually written and, in general, may be said to resemble the familiar types of examinations given in schools and colleges. Sometimes these examinations are of the "true-false" type in which the applicant merely checks a series of statements to indicate which are correct and which are incorrect. A related type of examination is the "completion test." Here the applicant must write in one word in each of a series of sentences. The word he selects makes the sentence either true or false. In general, assembled examinations are used for inexperienced

workers. The non-assembled examination is often used when it is impractical to assemble the applicants at one time and one place, or when the position is of such a character (supervisory, scientific, etc.) that a different type of test is preferable. Very often, in non-assembled examinations, candidates may be asked to submit an essay or a thesis either upon a subject assigned by the examiners or upon some subject selected by the applicant, provided it is germane to the field in which the candidate wishes to work. For some types of positions, reports of research projects undertaken by the candidate in previous positions are acceptable.

A good many people decry the examination as a device for testing a candidate's fitness to discharge public functions successfully. Very often these criticisms emanate from persons who are hostile to the merit system, or who do not understand the kinds of tests that are, or may be, given. No one asserts that the examination is uniformly successful in disclosing which one of a large number of applicants is likely to perform most competently on the job, but it can be asserted that it is one of the best, if not the best, method thus far devised. Moreover, examinations may be expected to yield increasingly discriminating results as experience grows and is exchanged among those responsible for formulating them. The following interesting bit of testimony on this subject is taken from a recent British report concerning the personnel problems of local governments[4]: "We are familiar with the criticisms which can be made of examinations as an instrument in selection . . . but at the present day we do not see any satisfactory alternative where a large public service is concerned." Informed persons in this country are in agreement with this view.

Appointment

Appointments are not made on the basis of the examination alone. Other factors, particularly education and experience, are also considered. On the basis of these considerations a rating is established for each applicant. The names of those highest in rating are then certified by the civil service authority to the executive of the department in which the vacancy exists. The number of names thus certified varies. Often only the three names at the top of the list are certified. Rarely, as many as the ten highest may be recommended. The theory is that the executive should have some latitude in selecting from among those best qualified. Such imponderable factors as personal appearance and poise can be given consideration in this way. Moreover, information not supplied for the official records of the civil service commission can often be obtained informally by the administrative agency. This information might relate, for example, to personality difficulties or to similar factors that are of great importance in social work positions.

It is dangerous, however, to establish the practice of certifying a large number of names. In general ten is too many. The practice of certifying a long list of names for each position can easily degenerate into a disguised spoils system. For this reason some authorities contend that only the one name highest on the list should be certified. This suggestion may be sound with respect to certain routine types of work, but, until the techniques of examination are further perfected, the appointing officer should be given some latitude in filling positions that require capacity to cooperate successfully with other human beings. Selection from among several certified applicants is usually made on the basis of a personal interview. Because of their wide experience in interviewing, executives in social work positions will find the interview especially useful. Nevertheless, there is room for great improvement and a continuing interchange of experience in interviewing should be encouraged.

Probation

Unsatisfactory appointments are occasionally made even after the candidate has passed both an examination and an interview. The probation period is a safeguard against these occasional blunders. The theory of probation is that the best test of capacity is behavior on the job. In the federal service the probation period covers the first six months of service. At any time during these six months the probationer may be dismissed at will. If the new employee completes the probation period successfully, he then enjoys protection against arbitrary dismissal. There is evidence to indicate that six months is too brief a probationary period for administrative and professional positions. Except for those very well qualified and those very poorly qualified, it is difficult, in a six months' period to judge the fitness of an appointee who is new to the government service. Where there is uncertainty, administrators will usually give the probationer "the benefit of the doubt," sometimes to the ultimate detriment of the service.

Promotions

Promotion from one position to the next higher post in the classified service is frequently made on the basis of competitive examination. In a "closed" system only those already in the service in a lower

[4] Report to the Minister of Health by the Departmental Committee on Qualifications, Recruitment, Training and Promotion of Local Government Officers. 1934, p. 25.

grade are eligible to take the examination. The "open" system permits outsiders not now in the service to compete for the position on an equal footing with those already in the service in the lower grades. Although the "closed" system is often advocated on the ground that it promotes morale, its unrestricted use could obviously destroy morale by elevating to the supervisory posts persons incapable of filling them satisfactorily. At present the "open" system is less hazardous in social work and should be used except perhaps in instances where several persons in subordinate posts are obviously very well qualified and desire to take the examination.

Efficiency records and length of service are also often taken into account in promoting. Because they depend mainly upon subjective evaluations, efficiency ratings are open to criticism, especially by dissatisfied employees. In spite of many experiments with various methods, such ratings continue to be only very mildly satisfactory. Personnel officers should continue to experiment with them, but should not depend upon them as an exclusive guide to promotion or other action. A really satisfactory rating system, if one can be evolved, would be of great assistance both in promoting competence among employees and in singling out the incompetents for dismissal.

Length of service should never be the sole consideration in effecting promotions. It may appropriately be taken into consideration in conjunction with other factors, such as the efficiency rating and the competitive examinations. Length of service may safely be given considerable weight in some of the routine positions, but it should be given less and less weight as the scale of positions ascends. In positions requiring great administrative capacity, it should be very definitely subordinated in favor of the more important assets which the examinations seek to disclose.

Temporary Appointments

Sometimes emergencies arise requiring immediate employment of additional personnel. Often it may be necessary to engage these workers at once without waiting upon the slower method of examination required by the civil service system. The "temporary appointment" is thus intended to be a device for insuring flexibility and for enabling harried executives to select extra help in emergencies. As matters have worked out "the temporary appointment" has sometimes been the means of defeating the merit system. Incompetent persons with "pull" have been given temporary appointments and have then continued in office for years. To prevent this kind of evasion, "temporary appointments" should be for a brief period only, such as thirty days, and should not be renewable more than once. Temporary appointees should not enjoy any preferential status when the position is later filled through the regular civil service procedure. Moreover, they should always meet, in education and experience, the standards fixed by the civil service commission for admission to the examination for the permanent positions.

Dismissal

Many people believe the civil service is filled with incompetent persons who could not possibly hold a job elsewhere. The facts do not justify this impression. On the whole, the level of competence among civil service employees compares favorably with that of industrial and commercial workers and with employees of most private social agencies. Mistrust of official competence is owing largely to the wide-spread conviction that, under civil service, incompetent employees cannot be dismissed. This is not true. Incompetent or insubordinate employees can under civil service be disciplined by various means, including dismissal. Executives cannot, however, dismiss employees at will. Restriction of the right to dismiss subordinates, after the completion of the probationary period, is essential if government service is to be protected from the spoils system. Usually the department head has the right to dismiss employees, but the employee has the right to require the filing of specific charges followed by a review by an impartial committee of, or selected by, the civil service authority. If the employee exercises the right to have his case reviewed, a hearing is then held before the impartial tribunal. Sometimes the organization of civil service employees retains attorneys to represent the dismissed employee. This is often helpful to all concerned but at times the hearing may be converted into a trial of the department head rather than of the employee. Sometimes the civil service commissions do not support honest efforts on the part of executives to get rid of incompetents. Such experiences tend to reduce the vigilance of executives in weeding out inefficient help. It is easier simply to allow the incompetent worker to remain on the payroll until death or retirement removes him. Obviously, such a situation destroys discipline and morale and great vigilance must be exercised to prevent it.

Dismissal from service is not, of course, the only form of discipline. If efficiency ratings are used, laggard employees may be warned by the executive of impending demerits. Transfer to another position may be required. Dismissal is, in fact, only the ultimate form of discipline. Critics of civil service methods often forget that dismissals always cause trouble and that even in private organizations, where the executive's right to dismiss at will is usually unrestricted, dismissals sometimes precipitate quarrels among board members, arouse

feeling among fellow-employees of the dismissed person and even stir up resentment in the community. In the long run it seems best to provide for a review of dismissals in the social work field and to concentrate on policies that will reduce them to a minimum. Great care in selection of employees and critical observation of their work during the period of probation will obviously reduce the number of subsequent difficulties. By exercising real leadership and by utilizing judiciously the right to impose minor disciplinary measures, the executive can often prevent the development of situations that might otherwise lead to a rupture. Moreover, an executive who enjoys a position of real leadership can usually secure a resignation by an honest straightforward discussion of reasons why withdrawal is desirable. The civil service authority, by permitting considerable latitude in transferring employees, can likewise fend off difficulties. Frequently a worker who is unsatisfactory in one department can be fitted into a post elsewhere in the service where he is able to render competent service. The whole problem of dismissal is admittedly difficult, but there is evidence that public personnel authorities are gradually finding ways of coping with it. The objective is now generally agreed upon: Tenure for public employees such that they cannot be dismissed for personal, trivial, political, racial, religious, or other extraneous reasons, but no tenure at all apart from qualifications and continuing satisfactory performance on the job.

Retirement

A definite pension system must be an integral part of the government service. Otherwise, superannuated employees will be kept on through charitable motives long after their period of usefulness is over. The fact that the old age pension system established by the Federal Social Security Act does not include public employees makes it now more necessary than ever that public retirement systems be provided for all classes of public employees. Likewise, there should be provision for retiring younger workers who have lost their efficiency through accident or disease. A sound system that accomplishes these purposes not only raises the morale and the efficiency of the service, but also attracts abler men and women to government employment. Numerous pension and retirement systems are now in operation in various parts of the country. Experience is as yet too limited to indicate which of the several better known plans is best. It is generally agreed, however, that no plan will be successful unless it is compulsory and unless it is based on careful fiscal arrangements that will keep the system solvent. Considerable detailed information is available on this subject and should be carefully studied by the personnel authority in any jurisdiction that succeeds in instituting a comprehensive civil service program.

Conclusion

It would be misleading to deny that the merit system sometimes develops difficulties in operation. Many of the problems connected with it are still unsolved. But there is no alternative. The vital importance of government work to great masses of the population is increasing. Government functions are expanding year by year and the number of government employees is increasing. Either these employees will be selected on the basis of merit and will enjoy tenure—or they will be selected through "pull" and will be dismissed following the next election. The hazards involved in patronage politics in social work are too great to be endured. Present problems connected with the operation of the merit system will ultimately be solved. A wide-spread articulate demand for the merit system in all government service would cause many of them to be solved at once. Social workers have few obligations more urgent than to promote a public demand for the merit system and to help in fostering such systems in the states and localities in which they live.

The Civil Service Committee of the AASW is eager to help local chapters in their efforts to extend the merit system in their areas. The Committee is willing to examine any proposed statute or plan for a statute submitted by any chapter, provided sufficient time is allowed for study of the proposed measure, consultation with experts in the field, and preparation of a reply. Requests for this type of advice should be directed to the national office, 130 East Twenty-second Street, New York City.*

AASW Publication Notes

The Association's "Outline for a Federal Assistance Program," approved by the Delegate Conference and printed in the February *Compass*, has been in great demand. One supply of reprints has already been exhausted and a second supply has been secured so that those who wish copies may secure them from the national office.

The proceedings of the 1936 Delegate Conference are now being prepared for publication and it is hoped that the volume will be available within the next month.

We Stand Up to Be Counted

The steady and healthy growth of the Association from 1924 to 1936, as pictured on the cover of this issue of *The Compass*, bears witness to the fact that social workers throughout the United States are becoming more aware each year

* This article will be reprinted for distribution by the AASW.

of the importance and value of the professional organization.

On January 1, 1925, there were 3,288 members in good standing listed on the membership rolls of the Association. Between 1925 and 1929 the average number of new members coming into the Association was 500 a year. This represented an average net gain each year of approximately 200 members, allowing for the number who resigned or died or were dropped for non-payment of dues every year, so that on January 1, 1929 the Association began the year with 4,110 members.

During 1929, as the proposal to raise membership requirements was being discussed, the number of applications for membership and the number of new members admitted (748) increased substantially over previous years and on January 1, 1930 the Association had 4,657 active members on its rolls.

The growth of the organization from that point on became accelerated, as the membership passed the 5,000 mark during 1931 and climbed to 5,567 during 1932. Beginning the year of 1933 with over 6,000 members, the rolls increased during the year by more than 2,000, the largest single year's growth in the history of the Association, so that the Association began its 1934 activities with more than 8,000 active members.

During 1934, the first year under the higher membership standards, 862 new members were admitted and in 1935 the intake figure rose to 1,227 so that in January of this year, deducting the members who had been lost for one reason or another, the total membership stood at 9,552—an increase from 1925 of 6,134 members.

Applications received during the latter part of 1935 and the first three months of 1936, now in the process of being considered by the membership committee, have averaged about one hundred a month.

AASW Financial Report and Budget for 1936

The Association's budget for 1936, with corresponding items of income and expense for 1935, are printed herewith. The books of the Association for 1935 have been audited by Haskins & Sells, C.P.A's. A detailed report of the auditors is on file in the national office. The figures in the 1935 column below were taken or summarized from the auditor's report.

Principal changes in the budget items from 1935 to 1936 are:

INCOME

1. *Membership Dues.* An expected increase of $5,500 in receipts from membership dues.

2. *Directory.* While about half the cost of the preparation and printing of the directory is shown in 1935 figures, the collection of payments, expected to total about $5,250 is accounted for in the 1936 budget.

3. *Extended Interpretation Program.* When the Executive Committee last year extended the work of the Association by adding a staff person and other facilities for interpretation of professional activities and standards in general, and of the professional concern about the relief crisis in particular, it was necessary to plan for minimum expenses of $5,500 more than the regular income expected for 1936. It was agreed, therefore, to seek additional income in the form of voluntary contributions. As $630.50 was received toward this amount in 1935, the 1936 budget includes an item of $4,950 to be raised by extra contributions this year.

4. *Total Operating Income* is therefore estimated at $66,000 for 1936 as compared to $50,890.51 for 1935.

5. *Rental Grant.* Free rental has always been provided for the Association by the Russell Sage Foundation. Two years ago, however, this arrangement was put on a basis of *rent payments* covered by an equal *rental* grant, which requires an entry in both income and expense columns. (See also explanation of rent item under "expense.")

6. *Job Analysis.* The Job Analysis studies made by the Association were financed by grants from the Russell Sage Foundation. After the last study was completed a balance of $1,500 remained and was used in 1935 to finance the publication of the two final volumes of the series.

7. *Chapter Dues.* This item represents the amount received as chapter dues for six months in 1935 and the estimate for 1936. Advances of small amounts were made to two chapters during 1935 which will be received back by the national office in 1936.

EXPENSE

1. *Salaries.* The increase in this item in 1936 over 1935 is represented by (a) two salaries in the interpretation program totalling $5,700; (b) salaries paid to special staff and charged to the Employment Practices item in 1935, are shown under *salaries* in the 1936 budget. These two salaries account for $4,500 of the difference. One additional clerical worker was authorized for 1936, and the remaining increase is accounted for by salary increases for members of the clerical staff.

2. *Office Expense Items.* Increases in *postage, telephone* and *multigraph* items are due to the interpretation program and to allow for the increasing membership and general activity of the national office.

3. *Rental* is the amount paid by the Association for space in addition to what is granted free by the Russell Sage Foundation. It was necessary to increase space last year.

4. *Committee Travel.* Allowance is made in the 1936 budget for a larger number of meetings of national committees and for travel expenses of members.

5. *Publications.* An extra allowance for 1936 has been made to cover the cost of publishing the proceedings of the Delegate Conference.

6. *Employment Practices.* This item, as explained above, has been distributed in the 1936 item costs as salaries, office expense, etc.

7. *Job Analysis.* As stated above, most of the cost of publishing the final volumes of the Job Analysis series was paid in 1935 from the foundation grant. A small payment to the publishers remains as a 1936 obligation.

Following are the tables for 1935 and 1936:

INCOME:	1935 Financial Statement	1936 Budget
Dues	$48,016.95	$53,500.00
Publications	1,599.52	2,000.00
Directory	233.50	5,250.00
Miscellaneous	410.04	300.00
Extended Program	630.50	4,950.00
TOTAL OPERATING INCOME	$50,890.51	$66,000.00
Balance January 1	9,843.93	5,429.51
Rental Grant	2,844.50	2,982.50
Job Analysis Grant	1,500.00	—
Chapter Dues	4,959.75	13,000.00
Repayment of Loans to Chapters	—	230.24
TOTAL INCOME	$70,038.69	$87,642.25

EXPENDITURES:	1935 Financial Statement	1936 Budget
Salaries	$27,272.11	$39,500.00
Office Expense:		
Postage	2,191.87	3,500.00
Telephone and Telegraph	1,190.59	1,500.00
Equipment	319.04	500.00
Multigraph	748.12	1,100.00
Supplies	447.79	500.00
Temporary Help	189.92	—
Office Printing	727.91	750.00
Committee Expense	516.13	400.00
Repairs	71.61	50.00
Rent	54.30	1,100.00
Miscellaneous	955.67	800.00
Travel:		
Staff	3,262.05	3,200.00
Committee	2,405.37	4,300.00
Compass	4,068.40	4,500.00
Publications	815.19	1,500.00
Election	401.06	400.00
Conference	1,469.48	1,950.00
Employment Practices	4,945.88	—
Directory	3,102.28	3,400.00
Job Analysis	1,419.92	350.00
TOTAL OPERATING EXPENSE	$56,574.69	$69,300.00
Rent Paid Against Grant	2,844.50	2,982.50
Chapter Dues	4,959.75	13,000.00
Loans to Chapters	230.24	—
TOTAL EXPENSE	$64,609.18	$85,282.50
Ending Balance	5,429.51	2,359.75

Social Work Misrepresentation

In the following letter to Dr. Paul de Kruif on his new book, "Why Keep Them Alive?," Joanna Colcord points out that there are authoritative sources of information about the stand which professional social workers have taken on the unemployment situation which Dr. de Kruif could have consulted. Since this book will be widely read, it is important for professional social workers to call attention to the fact that some of the "welfare workers" whom Dr. de Kruif quotes do not speak for the professional group.

Dr. Paul de Kruif,
c/o Alfred Harcourt,
383 Madison Avenue,
New York City.

March 11, 1936.

My dear Dr. de Kruif:

The fervent indignation that inspired your book, "Why Keep Them Alive," did me personally a lot of good! We social workers have been sickened by what we believe to be the inspired campaign now going on in our jingo newspapers and weeklies to discredit the unemployed, set them apart, and sow hatred for them in the minds of the rest of our people, apparently in preparation for adopting harsher measures toward them. Your book, which will be widely read, is a courageous volley in defense of unemployed Americans.

I note that some social workers, notably my friends, Howard Hunter and Bleecker Marquette, seemed to you to have good ideas, but that others whom you speak of as "welfare workers" did not. As you describe your tour in search of information, it seemed to me that it must have been largely a matter of accident whether or not you came in contact with people prepared to give you a correct picture of how the profession of social work feels about the matters with which your book is concerned.

The vortex of the depression has sucked into relief administration literally all sorts of people in addition to professionally equipped social workers, to minister to those in need. Some of the newcomers have a social philosophy and a natural aptitude which fits them to deal with people in distress; others do not.

Miss Edna Zimmerman
1016 South Fourth St.
Springfield, Ill.

All through state and local relief administrations, from the bottom to the top, are to be found engineers, accountants, real estate operators, contractors, and men of similar training, attempting with only the equipment of practical experience in managing industrial enterprises to conduct a great program of alleviating undeserved human misery.

There are many good social workers in the organization too, but their words do not always carry weight with the "practical" men. The entire membership of the American Association of Social Workers in this country, you know, is only about 10,000.

I wish before you had convinced yourself what social workers thought, you might have established contact with this Association, either through its numerous local chapters or through its national office in this building. It was the AASW which, conducting a forlorn hope in President Hoover's day, with Senators Costigan, La-Follette and Wagner, organized the testimony before the Senate which had much to do with the passage of the first and second Emergency Relief Acts. The Association has just held a congress at Washington, at which there was fearless discussion of the shortcomings of the relief program. I am enclosing a report of that meeting, together with a copy of one of the papers presented there, by Grace Marcus of the New York Charity Organization Society, which I sincerely hope you will find time to read. I want to convince you that social workers are on your side of the fence, not the other!

Sincerely yours,

JOANNA C. COLCORD,
Director, Charity Organization Department, Russell Sage Foundation.

Notes of Current Publications

Organization for Public Welfare. Edith Putnam Mangold and Edith Rockwood. Published by National League of Women Voters, Washington, D. C. Price 25 cents.

The National League of Women Voters has been a firm supporter of relief service on a permanent basis through coordinated federal, state and local agencies. The authors of this handbook have studied the recommendations of specialists and the experience of states, so that their discussion of existing practice and desirable organization of state and county welfare services is based on the best in current thinking and experience. The practical value of the handbook for local groups is enhanced by including descriptions of various state systems now in existence and sample questionnaires for use in making studies of state and local welfare services.

Social Security Board Publications. The following publications can be secured from the Social Security Board, Washington, D. C.:

Explanation of the Provisions for the Aid of Dependent Children in the Social Security Act (6846).

Explanation of the Old Age Assistance Provisions of the Social Security Act (6709-6708).

Explanation of the Provisions Under Title X of the Social Security Act in Regard to Grants to State Plans for Aid to the Blind (6584).

Explanation of the Provisions of the Social Security Act (6585a).

Unemployment Insurance in the Economic Security Program (pamphlet).

Child Welfare in the Economic Security Program (pamphlet).

What the Economic Security Program Means to You (pamphlet).

Toward Economic Security. A Review of President Roosevelt's Economic Security Program.

Features of the Economic Security Program. A Review of the Federal Economic Security Bill. Edwin E. Witte, formerly Executive Director, Committee on Economic Security.

The Social Security Act, together with three analyses of the provisions of the Act entitled:

Summary of Provisions of the Federal Security Act Relating to Unemployment Compensation; Summary of Provisions of the Federal Social Security Act—Relation to Federal Old Age Benefits and Federal Employment Taxes; Summary of Provisions of the Social Security Act Relating to Federal Grants to States.

Actuarial Factors in State Unemployment Compensation Plans.

The Federal-State Program for Unemployment Compensation (Revised) (6680).

Form giving information on rules and regulations.

The March issue of *The Compass* has been omitted, so that the April issue is Number 7 of Volume XVII.